GMAP

WASHINGTON

Guidelines for Agencies

May 5, 2005

GMAP WASHINGTON

Government Management Accountability & Performance

Contents

Chapter 1. Introduction

What is GMAP?

GMAP is **INFORMATION** that is **SHARED** for the purpose of **ACHIEVING RESULTS**.

At its core, GMAP is simply a meeting where managers report in person to the leadership team. The purpose of the meeting is to share information that will help the agency achieve results. A GMAP meeting is similar to a regular staff meeting, except the reports are more data-driven and the questions are more direct and challenging. The leader and managers hold each other accountable by following up at the next meeting until problems are resolved and results are improved.

The concept is based on a model originating in the 1990's in the New York City police department, where it was called COMPSTAT. Beginning in 2000, the City of Baltimore expanded the concept and called it CitiStat to manage multiple city departments from an enterprise perspective.

Washington State is pioneering the application of the CitiStat model to state government. We are building on the Priorities of Government framework and the progress many agencies have already made in performance-based management.

How will it work?

GMAP meetings will occur on two levels. The Governor will lead GMAP meetings focusing on statewide priorities. Agencies will hold their own GMAP sessions internally. The meetings and reports can be scaled to suit agency size and mission.

This guide is designed to assist agencies in getting started with their internal GMAP process. More information on the Governor's GMAP forum will be available June 4, 2005.

What are the "GMAP Principles"?

These are the principles of GMAP:

1. Personal presence of leaders with decision-making authority;

2. Timely, accurate performance information;

3. Strategies selected on the basis of effectiveness;

4. Rapid reallocation of personnel and resources to meet goals; and

5. Persistent follow-up and assessment.

GMAP is not another layer of reporting that takes away time from managing "real work." GMAP is the way you manage your work so that you achieve results.

When do we start?

Start now. Agencies may wish to conduct a limited number of "practice" sessions before the official launch of GMAP. By the time the new fiscal year begins on July 1, agencies should be conducting GMAP sessions regularly to evaluate the implementation of their 2005-07 strategic plan and budget.

GMAP Website

A temporary website is located at http://www.governor.wa.gov/priorities/policy/gmap/

A more robust website with additional resources, examples and updates is under development.

Chapter 2. Getting Started

Where to start

Discuss and clarify the purpose of GMAP to your agency leaders and employees. Use this guide as a framework, and include specific examples to describe what it will look like in your agency. Use staff meetings, memos, newsletters and your intranet. Explain how GMAP will build on the processes you already have in place to achieve results in your agency. Consider this an opportunity to clarify the vision and purpose of your agency and set the course in a new administration.

Attend a GMAP Briefing

An open GMAP briefing is scheduled for May 13 (see website for details). If you have already attended a presentation on GMAP, you do not need to attend. Regular briefings are scheduled on the first Thursday of each month in the morning for deputy directors, and in the afternoon for performance consultants and program and budget analysts.

Learn from colleagues

Visit the GMAP website for a list of agencies already holding regular GMAP sessions, and encourage your staff to observe these sessions.

You can also visit the City of Baltimore website to learn more about the CitiStat model and view their reports. http://www.ci.baltimore.md.us/news/citistat/

Review your performance measures

Many agencies already have well-developed performance systems. Evaluate your current reports and practices to see what is already in place that supports the GMAP principles. If your agency already has in place an effective scorecard, dashboard or other high-level reporting tool, by all means, use it. Review the measures your agency is already submitting to the Office of Financial Management in the Performance Tracking System.

You can use the list of questions on the GMAP website to help you think about the measures you already have.

It's likely that you already have a lot of the basic data you need to get started. Don't wait to perfect your measures to begin GMAP meetings. Start with what you have on hand. Bring on new performance measures and data as you need it. Remember: performance measures evolve over time.

How does GMAP relate to Priorities of Government (POG)?

POG is about budgeting. GMAP is about managing. POG helps the Governor and agencies make decisions on where to invest money to get the results that matter most to citizens. GMAP provides continuous feedback on how well the money is being used to achieve those results. The more you have your agency budget aligned with your performance measures, the easier it will be.

What about performance audits?

Performance audits are a useful tool to analyze the historical performance in a specific area. Performance audits are used selectively to drill down in very high-risk areas, or areas where chronic performance problems exist. Performance audits provide a deep and comprehensive analysis of performance. They are also costly and time consuming. GMAP can help agencies prevent situations that call for a performance audit. Where an audit is needed, GMAP provides a way to follow up on the corrective actions recommended by an audit. ESHB 1064 calls for a comprehensive performance review to ascertain where we might need to perform audits in state government.

Chapter 3. GMAP Meetings

Who should be at the agency's regular GMAP meetings?

Agency leaders with the authority to make decisions should be in the room so that you can reallocate personnel or other resources on the spot. While this requires a significant time commitment from busy executives, GMAP will save time in the long run by reducing the need for memos, e-mails and numerous smaller meetings. Depending on the size of your agency, GMAP meetings should include:

- The agency director and the deputy director
- Budget and Finance director
- Personnel director
- Information Services director
- Line Division directors
- Communications director
- Analytic staff
- Staff that support the programs under review for that meeting
- Recorder – person responsible for recording the decisions, questions, and/or actions that require follow up at the next meeting.
- Technical or Audio-Visual assistance

What should be on the agenda for a GMAP meeting?

Here's an outline of an agenda for an agency GMAP meeting. You can modify it depending on what's most relevant for your agency. Larger agencies often rotate through division reports so that each division is reviewed in depth once a month or quarterly.
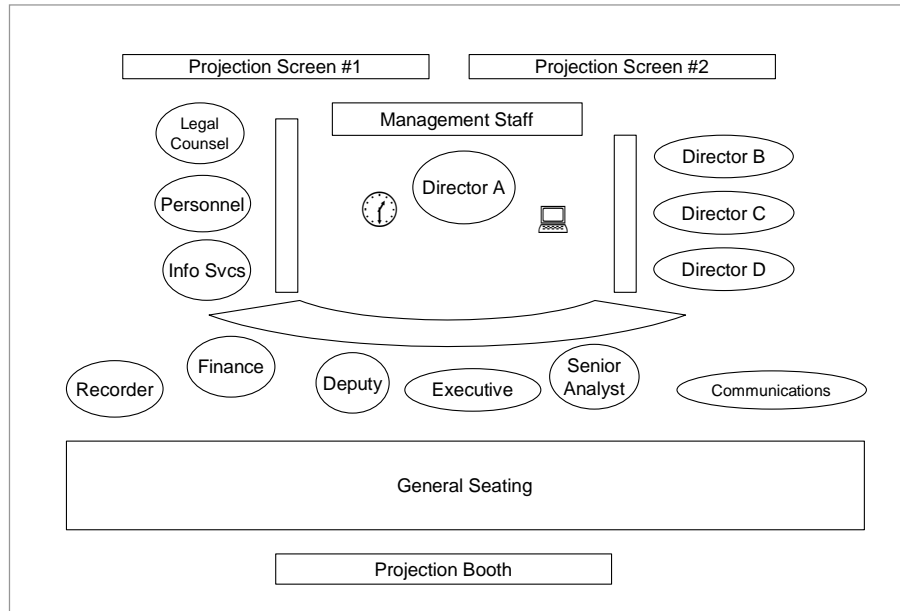
Sample Agency GMAP Agenda

1. **Performance measures**: compare projected to actual, and review performance over time. This is the central section of the report. Analyze the data and recommend actions based on the analysis.

2. **Budget report**: budgeted, actual, variances, balances; by fund and by activity. Some agencies will need to review caseload forecasts or other key cost drivers.

3. **Personnel report**: allotted FTEs, vacancies, hiring rates, use of overtime and leave, completion of performance evaluations

4. **Stakeholder engagement** (for example, a customer survey report)

5. **Contract performance monitoring** (especially for pass-through activities)

6. **Risk management** issues and measures (often integrated in other sections)

7. Critical **audit findings** and progress of corrective action

8. Progress on **statewide initiatives** such as Smart Buy and Plain Talk

9. **Follow up**. Be sure to track and review outstanding issues or follow-up to questions asked at a previous GMAP review. This is the key to "persistent follow up."

GMAP Meeting Room Set Up

Set up the room to have the best discussion possible. The diagram below illustrates a typical GMAP room layout.

| Projection Screen #1 | Projection Screen #2 |

Legal Counsel

Management Staff

Director B

Personnel

Director A

Director C

Info Svcs

Director D

Recorder

Finance

Deputy

Executive

Senior Analyst

Communications

General Seating

Projection Booth

The only requirements are that everyone needs to be able to see the reports clearly, hear one another and be able to carry on a discussion. A projector, a screen, a laptop a microphone and speakers may enhance everyone's ability to see and understand the information. Agencies should adapt the room and technology to suit their size and needs. For the smallest agencies, it is possible to have a cogent discussion around a conference table with paper handouts. On the other end of the spectrum, it is also possible to use the Internet to create a virtual meeting space and include participants who are physically far away.

How often should we meet?

This depends on the organization, but consider reviewing every major program at least quarterly. For large agencies, this can mean anywhere from one to four hours on a weekly or bi-weekly basis. The frequency of meetings will depend on the size and complexity of the agency programs, and overall agency resources. Small agencies may find that meetings are required less frequently to achieve the same impact.

Ask the tough questions

If reports are presented without any questions from the management team, something is not right with your GMAP approach. A GMAP meeting is a place for agency leaders to improve results by learning about each other's programs, anticipating opportunities and problem solving. Learning together as a

management team increases cooperation across divisions and allows the agency to operate as a more cohesive unit. Ignoring a problem or avoiding a confrontation will hold you back from achieving results, and will increase the agency's vulnerability to criticism.

Asking probing questions may not feel comfortable at first, depending on your agency's culture. Being able to ask and respond to questions is the key to developing a "performance-based culture." Agency leaders need to model confronting problems skillfully. Create a learning environment by demonstrating the value of asking questions in a way that is hard on the problem and respectful of the people.

Tips for confronting performance problems skillfully

- Visit other agencies to observe the style and content of questions.
- Take the training offered on "confronting performance problems."
- A list of sample questions is included on the website.

A GMAP report is only the beginning of the conversation

Remember: a written performance report cannot, by itself, tell you what is going on or what should be done about it. A good report stimulates the kind of management discussion that leads to continuous learning and informed decisions. And without persistent follow up, the best looking report in the world won't lead to improved results.

What will I be held accountable for in GMAP?

The Governor, your agency director, and citizens want to know: are your programs delivering results in a cost-effective manner? Employees in every area of state government are doing tasks of varying complexity in order to deliver something of public benefit. But how do we know if it's working?

What kind of measures are you looking for?

The example performance measures below illustrate how the "story of performance" might be told during a GMAP meeting at the Department of Licensing.

The Department of Licensing

Act One: *The Theory*

You need to be familiar with your agency's logic model or a similar tool that clearly describes the link between the activities you perform and how they ultimately lead to results that citizens and businesses in Washington care about. For example, we test and license drivers in order to keep people safe and we try to make the process as convenient as possible.

Act Two: *The Measures*

Begin simply, with data you already have. In March 2005, we employed 333 FTEs at 66 locations statewide to license drivers and it costs us $1.9 million last month keep them paid, housed and equipped. After accounting for 19 support and training positions, sick leave, time for training, unpaid absences and other leave, we provided 35,980 hours of across-the-counter service for our customers at a cost of $52.26 per hour.

Bring on the workload measures. We gave 17,994 behind the wheel drive tests this month. We gave 41,969 computerized knowledge tests to drivers. We issued 117,601 driver licenses and 44,778 other documents such as identification cards.

Move up to basic performance measures. Based on our most recent analysis, it takes us 2.91 minutes on average to complete a renewal and 6.49 minutes to complete an original driver license. (turn-around time) We selected 654 drivers for retesting because of potential driver safety concerns such as vision, health, or physical impairment.

Add some customer and quality measures. From the customer perspective, they waited 11.7 minutes on average to get to see a driver license employee. Of our 162,879 licenses and other documents issued, 5,592 or 3.44% had errors (customer or agency) and we had to bring the customer back to the office to correct. Based on customer comment cards, 79% of customers rated their visit as "Satisfactory" or better in 2003. However, in 2004, only 76% did.

Enter the efficiency measures. The labor-based costs for March show that it costs approximately $11.58 per licensing document (ID cards, driver licenses, permits etc.). This is about 12 percent higher than the 2001-03 biennial average.

Act Three: *The Data Drill Down*

What's happening in your neighborhood? The above measures reflect real results in real time and in real places. Every month we are issuing licenses, from Tacoma to Spokane, in large offices and small store-fronts in malls. Now we need to drill down, to provide the "granularity" of data levels necessary to understand the service as the citizens experience it.

The probing questions. Even a report that on the surface shows "really good" performance should stimulate tough questions. Averages are a good place to start, but they don't reveal very much. For example, if the statewide average wait time for a driver license renewal is 10.5 minutes, which offices made people wait 20 minutes or more? Why are the wait times in some offices lower than the average? Which offices had wait times of 10 minutes or less? Why do we think some offices are doing better (or

worse) than others? How does the wait time vary from month to month? What can we do to improve results? What do you need that you're not getting?

How good are the measures? In addition to measuring wait time, how long is each visit from in-the-door to out-the-door? Are the wait-time measures reliable and comparable from office-to-office? Are the voluntary customer comment cards statistically valid?

What is the customer's perspective on good service? How many times do we make a customer make multiple visits to our offices in order to get a license? What day of the week and time of the day do customers prefer to do business with DOL? How does that match-up with the service we give? How long is a customer willing to wait before they feel it is "taking too long?" Does customer patience vary in different locations, license type or age?

Benchmarking. How do we compare to other states in terms of cost-per-product and customer convenience? How do individual offices compare with each other?

What factors affect efficiency? Does the workload vary by time of day or season? If so, would we be more efficient if we hired some part-time or seasonal employees? Would there by less fluctuation in the monthly cost-per-product if we did? If we staffed in that manner, what effect would there be on wait times and errors? Are more experienced employees more productive and if so, how can the employee turnover rate be reduced?

Encore

Every report starts with follow up from the last time you came to present. Everyone has a better sense of what really matters most based on what the leaders are paying attention to. Divisions start to learn from each other, and to understand how they are mutually dependent. A good idea from one program spreads to others. Resources are reallocated so that you can address the most nagging problems and take advantage of opportunities to make a real difference in service. Employees and customers begin to believe that things really can change.

Relating to Higher Level Outcomes. Higher-level outcomes are more difficult to measure frequently, and it's more difficult to determine to what extent we directly influence the outcomes by our own actions. Does our license testing system lead to greater safety for citizens? Lessons we learn in GMAP, along with research and program evaluation, can inform our analysis of higher-level outcomes. Meanwhile, GMAP helps us manage our daily business smarter.

The Never Ending Story. Good performance over time often means that we need to celebrate – and then reset the bar even higher. We re-evaluate our logic and try new ways of achieving our goals. We start all over again. This is what is meant by "continuous improvement."

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Chapter 4. Selecting measures

Clearly explain how activities lead to results

Agency directors and managers should be able to articulate and defend the performance of all aspects of the agency at any time. Agency ownership of the measures, the data, and the analysis that supports them is critical.

GMAP meetings will generate a lot of questions. What does this measure tell us? How does this relate to other goals? How do we know if it's working? What resources do you need? Why is this important to citizens?

To help answer these questions, every manager needs to be able to clearly explain how activities lead to results. Working with a logic model, value chain or similar descriptive tool provides a solid basis for "drilling down" from high level outcomes to the basic output measures. Here is an example:
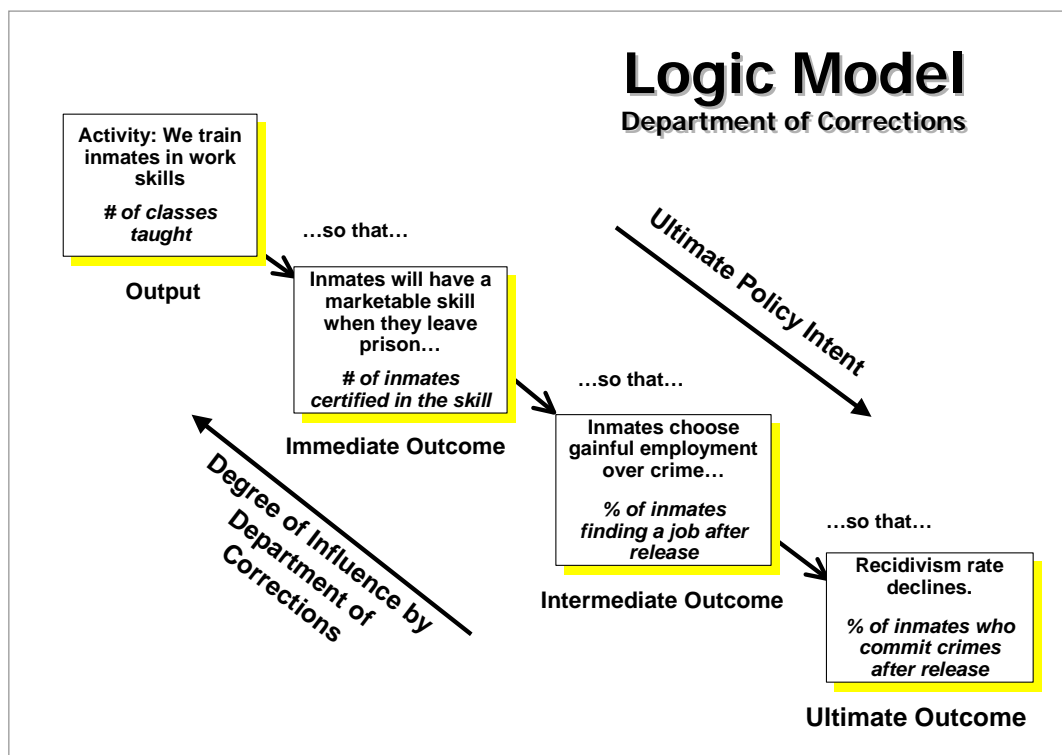
(To learn how to create a logic model for programs in your agency, be sure to register for the GMAP Academy training session on "linking resources to results.")

While an agency may not have complete *control* over a set of outcomes, there must be some argument for why the agency can *influence* the outcomes. Otherwise, there would be no reason to allocate resources to those programs.

In the example above, recidivism is the rate at which offenders return to prison after release. This may not be measured frequently enough to be meaningful for a quarterly report. But if we accept the premise of

cause and effect that the links in the chain describe, then we can focus our attention on the employment rates or the certification rates. These can be measured more frequently.

At some point, we do have to evaluate the assumptions. If we can't prove that the program is contributing to the higher-level outcome, then we have to reconsider whether funding for that program should be redirected. This is the purpose of tools such as program research, program evaluation and performance audits, and such information plays a key role in budgeting with Priorities of Government ("POG").

So many measures—who decides?

Agencies will have many measures, only a portion of which will be reported to the Governor and OFM. The Office of Financial Management and the Office of Performance and Accountability will review agency GMAP reports to the Governor. Much like the budget process, the development of performance estimates is part of an ongoing dialogue between the line agencies and the Governor. Agencies propose an initial set of measures, and the Offices of Management Accountability and Performance and Financial Management review these and ultimately decide which measures will be analyzed in the reports to the Governor.

We will be learning as we go, adjusting and refining some measures along the way, and always asking, "What does this measure tell us? Is it useful? To whom?" It doesn't make sense to keep collecting and reporting data that isn't useful to anyone, but it does make sense to check on the reasons the data is being collected in the first place, and how it is currently used.

Steal a good idea

Often looking on-line at the performance measures of similar agencies in other states or reports from other Washington State agencies can stimulate new ways of looking at your own measures.

Who can help us improve our measures?

- The Office of Management Accountability and Performance
- Your agency's Performance and Accountability internal consultant
- Your OFM budget analyst
- A pre-screened consultant from the Department of Personnel's roster

Chapter 5. Creating reports

Create performance reports that get used by management

Agencies have been measuring performance for years. GMAP introduces a new level of discipline in **using** performance measures to inform day-to-day operational decisions. Put your activity measures side by side with basic managerial information such as budget variances and FTE allotments. Look at how the resources are distributed across the state, and compare this with the results in the various locations. What can we learn from looking at this data?

Budget variances, FTE allotments, overtime and leave usage, etc. provide the ground level foundation for GMAP reports. Basic program performance measures such as turn-around time, error rates, customer satisfaction, and cost per unit of output form the central portion of a GMAP session. Where agencies pass through funds to other service providers, performance monitoring of those contracts becomes key. Finally, staying on top of risk, audit findings and cross-agency initiatives should be a part of regular GMAP meetings. Select measures that help you manage your agency. See the Sample Agency GMAP Agenda.

Focusing on the "right" performance measures

"Only measure a few important things" is a popular saying, often repeated by busy executives who don't have time to review a two-inch thick report on performance measures. In truth, most government agencies need to have many measures in order to cover the full spectrum of activities and perspectives. But any one person will usually only be looking at a subset of the measures. Like all effective communication, a performance report is a message that must be designed with the audience in mind.

For example, the agency director may want to review just a few key indicators of agency performance on a regular basis, but still be able to "drill down" to work on specific performance challenges. The division director needs more detail on the programs within her division. A program manager needs to monitor measures specific to that program, etc.

Agencies may be asked to report on measures that may not seem useful internally, but are important to decision makers outside the agency.

Bottom line: the definition of the "right" measures depends on the audience for the report. This is much easier if your internal agency measures are aligned and clearly linked to the measures you have to report to the Governor, OFM and the stakeholders. For more details on how to do this, take the GMAP Academy training session on "linking resources to results."

Use the software and technology you currently have to start

Excellent reports can be created using your standard desktop software, including Microsoft Excel, Word and PowerPoint. Several examples are posted on the GMAP website.

Useful performance data may be drawn from AFRS/FASTRACK, HRDIS (eventually HRMS), OFM's Performance Measures Tracking system, or other databases within your agency. Depending on the complexity of the agency's data, you may use SAS or some other statistical software package to analyze your data. Many agencies use ArcInfo to generate maps that display performance data. We will also be assessing other, less complicated (and less expensive) programs that can be used to create maps.

Sample Reports

Check the GMAP website for examples of agency GMAP reports or contact one of the agencies listed in the "learn from colleagues" section.

Chapter 6. Management and Analytic Skills

GMAP relies on talented managerial and analytic staff that can translate data into useful reports and make decisions based on these reports.

What every manager needs to know for GMAP

GMAP requires a new emphasis on a manager's ability to:

- Clearly explain how an individual program contributes to a high level result
- Explain the program's results, and what they cost
- Diagnose performance problems and correct them
- Skillfully confront problems with persistence *and* respect for employees

Developing the analytic and other skills that support GMAP

Each agency has or should develop internal capacity in the following skills. DOP will be offering courses in a GMAP Academy beginning in June 2005. (*See Chapter 8 Resources and Support.*)

- **Linking resources to results** using a logic model or similar tools to explain clearly how a program contributes to higher level results
- **Developing performance measures** that can help show whether or not we are making progress toward results.
- **Collecting data** that is valid, maintaining the integrity of the data, and defining data in ways that it can be shared
- **Analyzing data** so that we can understand what effect our decisions have on performance
- **Budgeting for results** and understanding the relationship between cost and performance
- **Improving processes** by identifying the root causes of problems and coming up with solutions to improve performance
- **Communicating with charts and graphs** and other visual tools that make it easier to understand the information.
- **Confronting performance problems** with persistence and respect, and creating a learning environment
- **Presenting information** for decision makers and stakeholders that is concise and useful to those audiences.

Who has these skills?

In large agencies, you may have specialists in each area of expertise. In small agencies, it's more likely that one person is covering multiple responsibilities. Ask the following questions to help you identify who already has these skills, and where you may have some gaps.

- Who in your agency is already competent in these areas? (program managers or analysts, budget staff, strategic planners, performance and accountability consultants (PAC's, formerly IQC's), communications staff, others)

- Are the people who have these skills meeting regularly and sharing information to support executive decision-making and agency-wide communication about performance?

- Do you need to reallocate some work to make room for these people to work on GMAP?

- Who might benefit from some training?

Chapter 7. Resources and Support

GMAP Academy

Beginning in June 2005, DOP will offer a series of courses in the management and analytic skills needed to support GMAP. (*See Chapter 7* and refer to the GMAP website for more information on course dates and registration.) These courses are designed specifically to develop staff capacity in the skills needed to successfully implement GMAP. Most courses are led by state agency employees noted for their skills and abilities in these areas. Additional instructors include consultants, teachers and other specialists.

Office of Management Accountability and Performance ("OMAP")

The Governor's Office of Management Accountability and Performance includes Larisa Benson, Mary Campbell and Lillian Austin.

Larisa Benson coordinates the agenda for the Governor's GMAP forum and offers agencies advice and technical assistance in setting up their internal GMAP process. Larisa.Benson@gov.wa.gov

Mary Campbell coordinates cross-agency initiatives such as Plain Talk and Master Business License and Permitting Streamlining and offers agencies advice and technical assistance in developing performance measures and process improvement systems. Mary.Campbell@gov.wa.gov

Lillian Austin provides scheduling and administrative support for the Office of Management Accountability and Performance. Lillian.Austin@gov.wa.gov

Performance Analyst and Consultant Monthly Meetings

Budget analysts, program analysts, performance consultants and others who are involved in their agency's GMAP implementation are invited to regular GMAP meetings on the first Thursday of each month. Each month features a briefing on the latest GMAP news, tips, tools and demonstrations of best practices, and occasionally a mini-workshop on one of the GMAP Academy skill sets. To receive notices of these meetings, please e-mail Lillian Austin. Lillian.Austin@gov.wa.gov or visit the GMAP website to see the dates and locations.

Technology Support

The **Department of Information Services** is identifying current tools and technology that agencies have for monitoring performance, and facilitating the sharing of information and best practices among agencies. Whether state agencies use computer mapping software, or the more sophisticated GIS analysis software, DIS will work to ensure a common approach to these tools. The state will also assess the benefits of "enterprise" oriented systems such as CRM or other large-scale applications. A significant portion of this assessment will occur within the context of the Roadmap project for financial and administrative systems. For more information, contact Matthew Krieger. Matthew.Krieger@DIS.wa.gov

Chapter 8. What's in it for me?

What is it that prevents you from achieving you results? Where do you go to get a "final answer" when you're receiving conflicting advice from HR and legal counsel? Can there possibly be a silver lining to being in the "hot seat"?

Here are some thoughts from managers who have been there or seen it:

- You'll get greater clarity on the Governor's and agency director's expectations.

- You'll get a chance to make your case for what you need most to achieve you results. For example:

    o You can get the authority you need to move ahead

    o You can get clarification on rules and regulations, and sometimes you can get greater flexibility than you assumed was possible.

    o You can get more cooperation from other divisions or agencies

- You'll gain access to decision-makers on a regular basis

- You can gain support from your peers – ideas, resources, validation and affirmation

- You'll have clearer authority to hold employees, partners in other agencies, and vendors more accountable.

- Accountability goes both ways: the people asking the questions are just as accountable as those at the podium.

And, most importantly,

- You'll gain satisfaction from achieving results that are meaningful.

Assume in all humans the impulse to achieve.

- Abraham Maslow